

**A PERSONAL ACCOUNT AND
PERSPECTIVE OF THE
U.S. ARMY
LOGISTICS CIVIL AUGMENTATION
PROGRAM (LOGCAP)
BY DONALD L. TRAUTNER
2004 CONFERENCE OF ARMY HISTORIANS,
15 JULY 2004
AMC Historical Office Web Site**

PREFACE

This paper was presented at the 2004 Conference of Army Historians in Arlington, Virginia, on July 15, 2004 by Mr. Donald Trautner who is currently the Program Manager, Program Management Office, was formerly called the Director of the Directorate of Logistics Civil Augmentation Program Operations, U.S. Army Field Support Command (AFSC) in the same position. AFSC is a major subordinate command under U.S. Army Materiel Command (AMC).

Dr. Robert Darius, Command Historian, AMC Historical Office (AMCHO) asked Mr. Trautner to participate in one of AMC's panels and present a paper on LOGCAP. Mr. Trautner graciously agreed and presented this paper at the conference. He submitted the photos herein specifically for this post-conference publication.

Ms. Kathy Shenkle, Historian, AMCHO coordinated the photo selection, editing, and formatting of this paper for publication on AMC's website. Others who helped prepare this final draft for publication include: Ms. Margaret Cronin, Mr. Lin Stevens, and Mr. Steven Cruddas who work with Mr. Trautner in LOGCAP.

The paper, photos, and captions have all been reviewed for operational security (OPSEC) by the HQ AMC OPSEC officer and were cleared for public release including release on the AMC website. The AMC Historical Office appreciates the work accomplished through LOGCAP and the dedicated work of contractors on the battlefield.

Mr. Trautner's Disclaimer: The statements, views, and opinions presented in this paper are those of the author and are not endorsed by, nor do they necessarily reflect, the opinions of the Department of Defense (DOD) or any other organization with which the author may be associated. In any form of media, this article is copyrighted the author. Except as permitted by the Copyright Act, no part of it may, in any form nor by any electronic, mechanical, photocopying, recording or any other means be reproduced, stored in a retrieval system or be broadcast or transmitted without prior, written permission from the author.

Robert G. Darius
Command Historian
Headquarters, U.S. Army Materiel Command

**A PERSONAL ACCOUNT AND PERSPECTIVE OF THE
U.S. ARMY LOGISTICS CIVIL AUGMENTATION PROGRAM
(LOGCAP)**

MR. DONALD L. TRAUTNER

2004 CONFERENCE OF ARMY HISTORIANS

15 JULY 2004

December 2004

Published jointly by

Program Management Office of Logistics Civil Augmentation Program
U.S. Army Field Support Command, Rock Island Arsenal, Illinois
And
Headquarters, U.S. Army Materiel Command Historical Office
Fort Belvoir, Virginia 22060-5527

**A PERSONAL ACCOUNT AND PERSPECTIVE OF THE
U.S. ARMY LOGISTICS CIVIL AUGMENTATION PROGRAM
FOR THE 2004 CONFERENCE OF ARMY HISTORIANS**

15 JULY 2004

Disclaimer. The statements, views and opinions presented in this paper are those of the author and are not endorsed by, nor do they necessarily reflect, the opinions of the Department of Defense or any other organization with which the author may be associated. In any form of media, this article is copyrighted by the author. Except as permitted by the Copyright Act, no part of it may, in any form or by any electronic, mechanical, photocopying, recording or any other means be reproduced, stored in a retrieval system or be broadcast or transmitted without the prior permission of the author. This article, these related photographs, and captions were reviewed for Operational Security and deemed releasable to the general public via the AMC Historical Office website. The article, photos, and captions were provided by Mr. Trautner and his office staff.

**DONALD L. TRAUTNER, PROGRAM MANAGER
Logistics Civil Augmentation Program (LOGCAP) Program Management Office
U.S. Army Field Support Command, Rock Island Arsenal, Illinois**

Mr. Donald L. Trautner currently serves as the Program Manager of Logistics Civil Augmentation Program (LOGCAP) Program Management Office, U.S. Army Field Support Command, Rock Island Arsenal, Illinois. AFSC is a Major Subordinate Command of U.S. Army Materiel Command. He designed and executed the U.S. Army LOGCAP Umbrella Contract as it is known today and presented here in this paper. Mr. Trautner presented this paper on LOGCAP at the Conference of Military Historians. This biennial conference is sponsored by the U.S. Army Center of Military History. Mr. Trautner presented his paper on 15 July 2004.

Mr. Trautner retired as a Regular Army Transportation Corps officer with twenty-five years of military service in 1993. He was consecutively assigned worldwide to U.S.-foreign nation support and contingency contract efforts (outsourcing) from 1981-1993. He was first Headquarters, Department of the Army (HQDA), LOGCAP Manager, from 1987 to 1993.

He served as an Independent Consultant to U.S. corporations for U.S. Department of Defense outsourcing interests, 1993 to 1996. He was an AMC consultant for LOGCAP transition, development and use from 1996 to 2002. He accepted a U.S. Government appointment with the U.S. Army Materiel Command in 2002 and continues to serve in that capacity at present (December 2004).

Account and Perspective. The LOGCAP mission is basically to support crisis and a transforming Army. As touched upon herein, LOGCAP is a unique program with a distinct history of innovative operations and avant-garde transformation for the use of contractors accompanying the force. The road to LOGCAP began, as it remains today, imbedded in the realities of current and future force structure capabilities.

East Timor: Russian MI-26 & MI-8 on Contractor Built Helo pads
Date: 1999
Photo provided by Roger L. Stevens- LOGCAP Operator



Substantial involuntary reductions in military force structure during the Post-Viet Nam Era pressured the U.S. Military circa 1978, especially the U.S. Army, to establish deliberately planned dependence on outsourcing Combat Support/Combat Service Support (Referred to hereafter as “support”.) for wartime and other contingency (Referred to hereafter as “Event”.) use. Primary examples of the first initiatives for integrating such external force support into organic force capabilities were Mutual Support Legislation, Wartime Host Nation Support (WHNS), Status of Forces Agreements (SOFA), Assistance-in-Kind and other foreign nation burden sharing agreements and arrangements.

Initially, the foreign nation outsourcing support efforts were made more visible in the formal force structuring processes, exercises and Congressional and media reporting since this support was usually at little or no cost to the U.S. in peace and war and depicted positive U.S. foreign relations. However, this foreign nation support many times could be difficult to obtain, validate, execute and control as U.S. force structure continued to be reduced and outsourcing support reliance increased. Needs for risk mitigation methods to better insure adequate, flexible and timely outsourcing support were developing and becoming more complex.

East Timor: Over the Shore Support
Date: 1999
Photo provided by Roger L. Stevens- LOGCAP Operator



A very important factor came into play circa 1983-85 that compounded risk mitigation concerns for outsourcing support-the activation and support of the U.S. Central Command (USCENTCOM)) with Southwest Asia (SWA) as the Area of Responsibility (AOR). Unlike Europe and Korea, the USCENTCOM AOR had no significant numbers of forward deployed ground forces and few on shore support installations with prepositioned stocks. Signed foreign nation support agreements and ground force exercise training in the SWA AOR were difficult to attain.

Most USCENTCOM combat and support forces would have to be deployed over long Lines of Communication (LOC) and support may have to be arranged or built up as Event operations are being conducted. Headquarters, USCENTCOM and the U.S. Army, USCENTCOM (ARCENT) (Third U.S. Army) were located in CONUS with no permanent forward AOR presence. The situation was becoming evident that a non-traditional means for Event support was much needed.

These USCENTCOM and other force support concerns were compounded by the seemingly and ever increasing Contiguous United States (CONUS) and overseas base closures and realignments. Therefore, CONUS and overseas force mobilization and support power projection capabilities for current and programmed forces appeared to be significantly decreasing.

Philippines- Contractor hot refueling
Date: 2002
Photo provided by Roger L. Stevens-
LOGCAP Operator



Consequently, Defense Appropriations Law circa 1983-84 directed the Department of Defense to establish a contingency (Event) contract capability that would support CONUS mobilization and overseas force support deployment needs such as those of USCENTCOM. U.S. Army was designated as the Department of Defense (DOD) Executive Agent for this mandate. Shortly, U.S. Army Regulation 700-137 (December, 1985) established the LOGCAP. LOGCAP was now mandated in law and promulgated by regulation. Adequate funding quickly was provided for this unconventional program to develop EVENT support capabilities through deliberate planning in support of U.S. Army Major Subordinate Commands (MSC) and Joint Components such as ARCENT.

The combining or integrating of the non-traditional LOGCAP with the traditional military Event support created a turbulent relationship from the beginning. LOGCAP was immediately identified as a significant force structure threat. Many commanders

believed that an acceptance of contractors in the deliberate Event planning much increased the likelihood that less uniformed support forces would be received.

Others displayed a great distrust of contractor Event performance. Contractors were thought to be too slow; too expensive; and, not controllable or useful as military personnel. Contractors were seen also as a deletion of individual combatant capacities and an increase in life and force protection support requirements for the Event commanders. LOGCAP support also was perceived as too centralized above the Event commander level.

Outsourcing education, training and indoctrination was for the most part absent in the accession of the Officer Corps and Enlisted members. Although force support external dependence was obviously increasing, the military institutions, command exercises and other training did not embrace outsourcing support like LOGCAP. Therefore, the use of LOGCAP until more recent years was relegated usually to an "On the Job" training situation during the Event execution for most military personnel and commands.

Headquarters, Department of the Army (HQDA) attempted to reduce these Event support concerns in 1987-1990 by allowing the active numbered Armies (e.g., Third, Seventh, Eighth) to develop, award and administrate their own LOGCAP contracts under the policy and regulatory provisions of the program. HQDA would provide funds and Team LOGCAP specialists to assist the commands with the development, acquisition, administration and execution of their respective LOGCAP Event support contracts. LOGCAP training would then be made available for Event execution use of the contract.

ARCENT under substantial HQDA pressure let the first LOGCAP contract in July, 1989 to Perrini, Inc. The contract was called the SWA Petroleum Distribution and Operations Pipeline (SWAPDOP). ARCENT allowed the contract to expire in June, 1990 without exercising option years. The primary reasons for the contract expiration appeared to be the lack of bonding and communications between the contractor and the command. (Iraq invaded Kuwait in August, 1990. Shortly thereafter, SWAPDOP was put in place on an emergency acquisition basis at much higher costs to support Operations Desert Shield/Storm (ODS) (Gulf War I) in 1990-91.)

By 1990, HQDA recognized that the initial decentralized approach for this untraditional program did not work. Commands continued overt resistance to program acceptance and use. Orientations of MSC LOGCAP contracts were too narrow and limited to functional area support such as oil supplies, transportation and individual meals with no provision for an overall dining facility for example. Most LOGCAP MSC funding was used for general support like tires for administrative vehicles or Temporary Duty travel.

Also by 1990, HQDA saw that LOGCAP should be a centralized program that had one umbrella contract as supported by one LOGCAP Prime Contractor. The contract should have the potential to rapidly provide nearly every area of functional support over

vast regions. Additionally, HQDA planners were visualizing a “One Stop Shopping and Single Point of Contact” concept. A “Turn Key” Base Camp for example with a wide spectrum of functional area support was a prototype goal. This base camp would have one contractor Project Manager for all support matters and be supplied through seaports and airports within a worldwide commercially resourced LOC.

ODS provided a great opportunity to bring this LOGCAP vision and concept closer to an executable program capability. HQDA LOGCAP planners were deployed with the ARCENT Advance Party into SWA for Operations Desert Shield/Storm (ODS) (Gulf War I) in 1990-91. Their wartime mission was to augment ARCENT senior logistics and engineer staff capabilities and refine and field test the LOGCAP Umbrella Support Contract concept on an ad hoc basis.

Uzbekistan Force Provider Tents
Date: 2002
Photo provided by Roger L. Stevens-
LOGCAP Operator



This ODS initiative proved to be a milestone opportunity, which produced much experience in providing such envisioned LOGCAP support under actual multi-national Event conditions over vast areas. A particular value was the knowledge gained for “Reach Back” capabilities to tap commercial sources, worldwide, through prior contractor business arrangements to support Event requirements in a specific AOR.

After ODS, HQDA planned to solicit and let a LOGCAP Umbrella Support Contract as is known today. The only challenge was to identify and select a command or agency, which could assist with the solicitation of such a contract concept and magnitude. Then be able to provide LOGCAP contract administration and execution support for HQDA under very demanding Event conditions, worldwide. The U.S. Army Corps of Engineers (USACE) was chosen by HQDA due to the location of both agencies in the Washington, D.C. area and USACE extensive experience with contracting international construction and engineering services; having much work with the development and maintenance of the CONUS environmental infrastructure; and, the establishment of numerous USACE field offices and business contacts, globally.

HQDA conducted a LOGCAP Worldwide Requirements Conference in July, 1991 at the USACE Russell Building in Atlanta, Georgia to gather information and recommendations for drafting a comprehensive Umbrella Support Contract solicitation, which would cover most U.S. Army Event support needs as presented herein. USCENTCOM, ARCENT and other ODS personnel were key participants in this conference. A unique concept of requirements was developed that became a basis for the Umbrella Contract Statement of Work (SOW) within the solicitation.

Given these dedicated and concerted efforts since 1990, the first LOGCAP Umbrella Support Contract was awarded competitively by HQDA, through USACE, to Brown & Root Services Corporation (BRS) (Houston, Texas) in August 1992. The contract was intended to support three simultaneous Events, two Major and one Minor. Major Events were envisioned for example to be wars in Europe and Korea with a Minor one being a humanitarian relief effort such as a hurricane disaster in Bangladesh.



Djibouti Force Provider Site- Before and After
Date: 2002 Photos provided by James T. Edwards- LOGCAP Operator

LOGCAP contractors were to be deployed into the Event Area of Operations (AO) within 72 hours of receipt of a written Notice to Proceed (NTP) and ramp up requirements soonest given funds availability and Event conditions. Contractor efforts were managed entirely for the supported force by HQDA/USACE Team LOGCAP Forwards and had a worldwide “Reach Back” capability to bring in support offshore that was not available in the AO. Contract was meant in the original design intentions only to provide basic life, facilities (e.g., Base Camps) and LOC (e.g., local and line haul motor transport, supply points and sea and aerial ports) support until other force support capabilities arrived or could be arranged. Such support examples are Host Nation Support, local contacting and Active and Reserve military units.

LOGCAP was not envisioned to stay in place for years as the realities of Event executions have dictated since 1992-present. Nonetheless, LOGCAP is externally driven by Event support requirements deemed essential to U.S. National interests. Unilateral application or termination of LOGCAP support is not an internal program support option.

The history of Events was not going to cooperate with the original LOGCAP vision for temporary bare base support operations. LOGCAP was quickly selected, 2 December 1992, to support the U.S. incursion into Somalia. Five thousand U.S. Marines were steaming on two U.S. Navy assault ships toward Somalia for over the beach hostile landings in less than 24 hours. International media were already in Somalia awaiting the U.S. landings. LOGCAP was the only option found that could provide the complex, rapid and diversified area support required for this Event.

Even given this crisis condition, the U.S. Services could not agree who would fund the contractor efforts. OSD intervened and directed payment. Within 11 hours, LOGCAP contractor rallied the necessary support from business contacts in Africa and nearby countries and were operating at the Mogadishu Seaport and two nearby airfields.

LOGCAP was immediately cast into its first complex Military-Political operation. LOGCAP initially supported the U.S. Navy and Marines and then was handed off as support to the U.S. Army and then to the United Nations (UN) with U.S. financial backing. The support ended with several LOGCAP contractors being killed and wounded with the “Black Hawk Down” incident.

Location: Bagram, Afghanistan
Force Provider Camp
Date: 2002
Photo provided by Roger L. Stevens-
LOGCAP Operator



LOGCAP went on to support most major U.S. military Events from 1992-96 under this first LOGCAP Umbrella Contract. Event support was provided in Rwanda, Haiti, Saudi Arabia, Kuwait and the Balkans. As a result of these Events, another original intent of LOGCAP was not to be probably. The U.S. Army was not going to be supported as an independent force by LOGCAP. The U.S. Army would be supported only as a member of a U.S. Joint, Foreign Coalition or United Nations Force. The spectrum of LOGCAP support was not to culminate here by any means. Yet LOGCAP remains today a U.S. Army contingency support program that became the largest one in modern times.

A very dramatic change took place for LOGCAP in April, 1996. The Vice Chief of Staff, Army directed the U.S. Army Materiel Command (AMC) in Alexandria, Virginia to assume from G-4, HQDA and USACE contract administration, management and execution responsibilities for the LOGCAP Umbrella Contract. Along with this direction came the necessary program management responsibilities. However, HQDA (G-4) would remain the overall LOGCAP proponent and maintain all regulatory, fiscal, and force structure matters, including contract execution approval authority. Later in 2000 under an AMC internal reorganization, LOGCAP was aligned under the newly activated U.S. Army Field Support Command (Prov) at Rock Island Army Arsenal, Moline, Illinois.

LOGCAP was providing most support for military forces in Southeastern Europe, including the Balkans, when AMC assumed this LOGCAP mandate. Consequently, most thought was that AMC would be immersed in the expanding Balkans support with the emerging Yugoslavian War on the horizon. This assumption proved false.

By the end of 1996, U.S. Army, Europe (USAREUR) with USACE sole sourced the Balkans contingency support efforts to BRS with the concurrence of HQDA and the Office of the Secretary of Defense. This decision was said to have been made so that continuity of USACE contract management did not take the risk of changing to AMC, given the expanding Balkans crisis and probability of war. AMC LOGCAP efforts in the Balkans then became a USAREUR contract under USACE administration of the same LOGCAP Prime Contractor, BRS.

AMC also recompeted the LOGCAP contract during this time and awarded the contract to DynCorp Services, Inc. in 1997. However, AMC LOGCAP was now relegated to the conduct of extensive readiness exercises, assistance visits, deliberate plans development and support of minor Events. Benign Event support was conducted in East Timor, Panama, Columbia and Haiti. This minor support (\$23 million) combined with the short period of the Balkans support was approximately \$42 million only.

Like everyone else, life then changed forever for AMC LOGCAP on 11 September 2001 (“9/11”). AMC at this time was concluding another recompete of the LOGCAP contract and again Kellogg Brown & Root Services (KBR) was to win the LOGCAP contract with a selection date of December 2001. AMC made very important changes to the previous contract SOWs for Event support enhancement, while maintaining the Indefinite Delivery-Indefinite Quantity capability of the contract.

Two of the more major changes would much accommodate the support of future Events, which were to occur shortly. First, the definition of “contingency” in the solicitation was changed to potentially expand the application of LOGCAP during an Event from the prior one that was more limited toward military force involvement. The current definition basically may be interpreted as supporting most Events deemed in the National interests with the approval of HQDA. Secondly, the new contract was also expanded from a possible five years to a ten year award period. This period consisted of one base and nine option years. Most adaptable to long or consecutive Event periods.

AMC had made another dramatic change to program support capabilities in 1999 besides the contract. A 66 member LOGCAP Support Unit (LSU) (U.S. Army Reserves) was activated in direct operational support of the program. LOGCAP now had a much expanded capability for supporting several Events over extended periods and vast regions. Also, the LSU provided a much needed uniformed member presence for integration into supported forces, especially in harsh and hostile areas.

LOGCAP soon became the contract of choice when fighting “America’s Global War on Terrorism”. LOGCAP proved again on a grand basis to be rapid, responsive and flexible. The LSU mobilized and joined AMC LOGCAP employees and contractors as one team forward to provide unprecedented support early on no matter the location, supported military force or civilian agency. This support remains today and is still expanding.

Since “9/11”, LOGCAP has provided support with over 34,000 contractors at an estimated cost of \$12 Billion (Rough Order of Magnitude) in CONUS and 10 foreign countries with most support being under harsh and hostile conditions. This LOGCAP support is unprecedented, if not unique, in recent times. In addition to the extensive U.S. military support, LOGCAP supports the Polish Multinational Division and a diverse range of U.S. Government civilian agencies such as the Iraqi Survey Group, Coalition Provisional Authority, Threat Analysis Agency and the Department of State.

Iraqi Site- Anaconda
Date: 2004
Photo provided by Roger L. Stevens-
LOGCAP Operator



The strength of AMC LOGCAP lies first in the architecture of its program capabilities for globally rapid, vast and flexible Event support. The foremost LOGCAP strength lies however in the dedication, innovation and perseverance of LOGCAP personnel-military, government employees and contractors alike. They earned the currently dynamic LOGCAP Legacy and are the ones who insure that LOGCAP remains the program of choice for Event support in securing our great nation’s security and other interests.

In closing, the AMC LOGCAP Vision is to continue being the U.S. Army’s premier contingency contractor of choice in support of a rapid deployment capability- Capitalizing on the synergistic effect of integrating the combined capabilities of the Active Army, Reserves, Army Civilians and Commercial Civil Sector.



REPLY TO
ATTENTION OF

DEPARTMENT OF THE ARMY
HEADQUARTERS, U.S. ARMY MATERIEL COMMAND
9301 CHAPEK ROAD
FORT BELVOIR, VA 22060-5527

AMCHO (870)

1 November 2004

MEMORANDUM FOR THE AMC COMMAND HISTORIAN

SUBJECT: Access to History Materials

1. I, Donald Trautner, Director, Operations Directorate, Logistics Civil Augmentation Program (LOGCAP) presented "A Personal Account and Perspective of the U.S. Army Logistics Civil Augmentation Program" at 2004 Conference of Army Historians on behalf of the U.S. Army Materiel Command Historical Office (AMCHO) on 15 July 2004, and submitted it to Ms. Kathy Shenkle, Historian, AMCHO for publication that day. I have included additional photos and my PowerPoint slide presentation.
2. I understand that the transcript of this history and documents I provided for it belong to the U.S. Government to be used in any manner deemed in the best interests of the U.S. Army Materiel Command as determined by the AMC Command Historian or his representative. I also understand that, subject to classification restrictions, I have been given an opportunity to edit the resulting publication to clarify and expand my original thoughts. The HQ, AMC Historical Office will provide me with a copy of the edited transcript for my own use subject to classification restrictions.
3. I hereby expressly and voluntarily relinquish all rights and interests in the transcripts, slides and selected photos to the U.S. Army Materiel Command with only the following caveat: (Please initial one.)

NONE
OTHER

None. OJ

4. I understand that publication and supporting documents may be subject to the Freedom of Information Act, and therefore, may be releasable to the public contrary to my wishes. I further understand that, within the limits of the law, the U.S. Army Materiel Command will attempt to honor the restrictions I have requested be placed on these materials.
5. This 7-paged history, 14-paged slide presentation, and its related collection of photos and captions were reviewed by the AMC OPSEC officer on 18 August and 2 November 2004, respectively, and were found releasable to the general public.

(Signature of Interviewee)

9 NOV 2004
(Date)

Accepted on behalf of AMC by:

Kathy Shenkle, Historian, HQ AMCHO on 15 July, 18 August, and 1 November 2004